

## Message Text

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ACTION ACDA-10

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INFO AMEMBASSY BONN

AMEMBASSY LONDON

USDEL MBFR VIENNA

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S E C R E T USNATO 0307

E.O. 11652: GDS

TAGS: PARM, NATO

SUBJECT: MBFR: AIR MANPOWER

REF: A) STATE 8358; B) USNATO 229

BEGIN SUMMARY: SPC ON JANUARY 20 CONSIDERED AIR MANPOWER ISSUE. UK REP ASKED WHY THE US THOUGHT ITS COMBINED PROPOSAL WOULD APPEAL TO THE OTHER SIDE SINCE IT WOULD REQUIRE INCREASED EASTERN REDUCTIONS, AND HOW THE US PROPOSAL AVOIDED PRECEDENT EFFECT ON PHASE II. US REP'S REPLY NOTED EASTERN INTEREST IN INCLUDING AIR IN THE NEGOTIATIONS, AND THE US INTENTION TO ADHERE TO THE PRINCIPLE OF VOLUNTARY INCLUSION OF AIR MANPOWER IN REDUCTIONS IN EITHER PHASE UNLESS THE ALLIES DECIDED TO CHANGE THEIR POSITION. FRG REP CALLED ATTENTION TO FRG SUPPORT FOR INCLUSION OF AIR MANPOWER IN THE COMMON CEILING, WITH A SUB-CEILING ON GROUND FORCES AND AN OVERALL CEILING ON GROUND - PLUS - AIR MANPOWER. FRG REP PRIVATELY BRIEFED MISSION OFFICER ON QUESTIONS BONN HAS NOW INSTRUCTED  
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FRG EMBASSY IN WASHINGTON TO RAISE BILATERALLY. END SUMMARY

1. SPC ON JANUARY 20 DISCUSSED THE US COMBINED PROPOSAL ON AIR MANPOWER.

2. UK REP (LOGAN) ASKED WHY THE US THOUGHT ITS COMBINED PROPOSAL WOULD APPEAL TO THE OTHER SIDE, SINCE IT WOULD REQUIRE THE OTHER SIDE TO MAKE INCREASED REDUCTIONS BOTH NUMERICALLY AND PROPORTIONATELY. HE ALSO ASKED IF THE ALLIES COULD REALLY AVOID ANY PRECEDENT EFFECT OF US AIR MANPOWER REDUCTIONS IN PHASE I WITH RESPECT TO THE OTHER ALLIES IN PHASE II.

2. US REP (MOORE) POINTED OUT THAT THE OTHER SIDE HAS REPEATEDLY SOUGHT INCLUSION OF AIR IN THE NEGOTIATIONS. THUS IT WOULD APPEAR DIFFICULT FOR THE OTHER SIDE TO DIMPLY BRUSH ASIDE OR EVEN REJECT AN INDICATION OF ALLIED WILLINGNESS TO INCLUDE AIR MANPOWER IN THE COMMON CEILING AND TO HAVE OPTIONAL AIR MANPOWER REDUCTIONS IN PHASE I. THE US PROPOSAL COULD THUS PROVOKE EASTERN INTEREST, AND ENGAGE THE EAST IN A DISCUSSION WHICH WOULD INVOLVE SUCH BASIC ASPECTS OF THE ALLIED POSITION AS REDUCTIONS, ON GROUND FORCES, AND THE COMMON CEILING. HE NOTED THAT IT IS TRUE THAT ACCORDING TO ALLIED DATA, THE US COMBINED PROPOSAL WOULD REQUIRE AN INCREASE IN WARSAW PACT REDUCTIONS. HOWEVER, THE WARSAW PACT HAS UNTIL NOW REFUSED TO ENGAGE IN A DISCUSSION OF DATA, AND HAS CLAIMED THAT ALLIED DATA IS RRONEOUS. IF THE OTHER SIDE CLAIMED THAT THE US COMBINED PROPOSAL WOULD REQUIRE ADDITIONAL PACT REDUCTIONS, THE AD HOC GROUP WOULD HAVE A GOOD OCCASION TO EMPHASIZE AGAIN TO THE OTHER SIDE THE NEED FOR AN EXCHANGE OF DATA. US REP EMPHASIZED THAT US PROPOSAL CREATED NO PRECEDENT FOR PHASE II OTHER THAN OPTIONAL REDUCTIONS, AND REMINDED THE ALLIES OF THE US INTENTION TO ADHERE TO THE PRINCIPLE OF VOLUNTARY INCLUSION OF AIR MANPOWER IN REDUCTIONS UNLESS THE ALLIES THEMSELVES DECIDED TO CHANGE THEIR POSITION.

3. FRG REP (HOYNCK) SAID FRG'S PRELIMINARY THINKING WAS THAT THE US PROPOSAL IS IMPORTANT BUT THAT IT IS ESSENTIAL TO CONCENTRATE ON GROUND FORCES, AND THAT THE ALLIES NEED A FIRM COMMON CEILING ON GROUND FORCES. TE FRG BELIEVES THE ALLIES NEED TO STUDY MILITARY TECHNICAL ASPECTS OF THE COMBINED US PROPOSAL. HE CALLED ATTENTION TO THE FRG PAPER DISTRIBUTED AT THE JANUARY 16 SPC MEETING (REF B), WHERE FRG SUPPORTED  
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INCLUSION OF AIR MANPOWER IN THE COMMON CEILING, WITH A SUB-CEILING ON GROUND FORCES AND AN OVERALL CEILING ON GROUND -- PLUS  
- AIR MANPOWER.

4. FRG REP TOLD MISSION OFFICER PRIOR TO THE MEETING THAT HIS INSTRUCTIONS AUTHORIZED HIM TO STATE FRG SUPPORT FOR THE BELGIAN POSITION THAT THE ALLIS CAN ONLY STUDY THE US PROPOSAL ON AIR MANPOWER IN CONJUNCTION WITH A STUDY OF OPTION 3. HOWEVER, BONN HAD INSTRUCTED THE FRG EMBASSY IN WASHINGTON TO RAISE BILATERALLY A NUMBER OF QUESTIONS CONCERNING THE US PROPOSAL. THE FRG APPROACH IN WASHINGTON WOULD PROBABLY TAKE PLACE JANUARY 20 OR 21, AND THEREFORE HE INTENDED TO HOLD OFF MAKING HIS STATEMENT IN SPC ON LINKAGE BETWEEN AIR MANPOWER AND

OPTION 3.

5. FRG REP ON JANUARY 21 BRIEFED MISSION OFFICER ON THE QUESTIONS BONN HAS NOW INSTRUCTED FRG EMBASSY IN WASHINGTON TO RAISE. FRG EMBASSY WILL ASK FOR FURTHER EXPLANATION OF US MOTIVES IN SEEKING EARLY GUIDANCE ON THE AIR MANPOWER PROPOSAL, AT A TIME WHEN THE SOVIETS DO NOT APPEAR READY TO MOVE IN MBFR. FRG EMBASSY WILL ASK WHAT THE ALLIES COULD GAIN BY MAKING SUCH AN OFFER NOW. FRG EMBASSY WILL STATE BONN'S VIEW THAT THE ALLIES CAN ONLY STUDY AIR MANPOWER IN CONJUNCTION WITH STUDY OF OPTION 3. BONN ALSO BELIEVES US PROPOSAL REPRESENTS A MAJOR MODIFICATION IN ALLIED NEGOTIATION MANDATE, AND REQUIRES CAREFUL STUDY. BONN QUESTIONS THAT THE US PROPOSAL CAN AVOID SETTING A PRECEDENT FOR PHASE II, DESPITE US POSITION THAT THE ONLY PRECEDENT IS FOR VOLUNTARY REDUCTIONS. THE US PROPOSAL COULD ENDANGER THE PRINCIPLE OF PARITY OF GROUND FORCES.

6. MISSION OFFICER, IN RESPONSE TO THE FOREGOING, ASKED WHAT LINK THE FRG SAW BETWEEN AIR MANPOWER AND OPTION 3, OTHER THAN THAT THE ALLIES WOULD COUNT ANY AIR MANPOWER REDUCTIONS ASSOCIATED WITH OPTION 3. FRG REP REPLIED THAT ALLIES WOULD HAVE NO WAY OF TELLING THE EAST, IN A DISCUSSION ON AIR MANPOWER, THAT THEY WOULD COUNT ANY AIR MANPOWER REDUCTIONS UNDER OPTION 3, UNTIL THE ALLIES HAD INTRODUCED OPTION 3. IN ADDITION, BONN IS SKEPTICAL THAT THE US CAN REDUCE AIR MANPOWER BY UP TO 15 PERCENT WITHOUT AIRCRAFT REDUCTIONS. MISSION OFFICER ALSO INQUIRED ABOUT FRG CONCERN THAT US PROPOSAL MIGHT SET PRECEDENT FOR  
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EUROPEAN AIR MANPOWER REDUCTIONS IN PHASE II, IN VIEW OF STRONG US ASSURANCES THAT US WOULD MAINTAIN THE PRINCIPLE OF VOLUNTARY INCLUSION. FRG REP UNDERSTOOD BONN WAS CONCERNED ABOUT THE ABSENCE OF DETAIL IN THE US PROPOSAL WITH RESPECT TO PHASE II, WHICH COULD GIVE THE EAST AN OPENING TO CLAIM THAT US AND SOVIET REDUCTIONS IN PHASE I WOULD SET A PRECEDENT FOR PHASE II.

7. ACTION REQUESTED:

MISSION WOULD APPRECIATE TELEGRAPHIC REPORT ON THE FRG DEMARCHE IN WASHINGTON. BRUCE

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